

3. Results and Next Steps

The Partnership Process has been a voyage of discovery and validation. Many of our initial ideas about how to improve electronic warfare (EW) acquisition, which were shaped by our personal experiences and the call for reform by our senior leadership, have been confirmed through the methods we used throughout the process. We have also, however, learned many new things along the way. We have developed new ideas and key insights which are elaborated in this report.

This chapter indicates the expected benefits of these discoveries and introduces you to how the Partnership has found ways to make EW acquisition better, faster, and cheaper. The information illustrates how implementing the tenets of the partnership will transform the EW acquisition process so that we put superior solutions in the hands of America's warfighters as quickly and inexpensively as possible. Additionally, this chapter provides a vision of the future and indicates how we expect to implement our redesign of the process.

This chapter addresses the following points:

- Expected results of the Partnership Process
- Key tenets of the Partnership Process
- Resolutions of the Partnership Process
- Breakthrough ideas
- Implementation of the new design
- The future of the Partnership Process

3.1 Expected Results of the Partnership Process

The new Partnership Process for EW acquisition can resolve the problems we discussed in Chapter 1, The Case for Change, and will provide benefits to everyone involved in the EW community. Most importantly, we can now show the contribution of EW systems to mission success. Therefore, we can respond to the voice of our customer, the warfighter, and provide innovative solutions to the warfighter's deficiencies.

In particular, we expect the Partnership to produce results for members of the following functional groups:

- Warfighters
- Program Managers
- Testers and evaluators
- Industry

As our customer, the warfighter should expect that we deliver solutions that respond to deficiencies.

3.1.1 Expected Results for the Warfighter

As our customer, the warfighter should expect that we deliver solutions that respond to deficiencies. The Partnership has devised methods for ensuring the warfighter's voice resonates throughout the process, from the time a deficiency is identified until the solution is implemented. As a result, the warfighter:

- Gets superior solutions to deficiencies.
- Can see the quantifiable effect of EW systems on campaign objectives.
- Will be an active participant in choices that are made throughout an acquisition.

In addition, as the warfighter's representative, the user can better advocate EW solutions that fulfill a mission need. Consequently, important programs, which provide real value, will no longer be canceled or underfunded.

3.1.2 Expected Results for Program Managers

Program managers in the Partnership Process, who are responsible for translating the warfighter's requirements into a provable solution, will now be more equipped to perform their duties and exercise insight over program development. As a result, program managers:

- Will not face draconian situations, where the only choices are spending more money on uncertain solutions or canceling a program that could provide some benefit to the warfighter.
- Will have tools to make trades and choices to ensure they get the best solution as they encounter inevitable deviations during program development.
- Will have a disciplined process to follow.

3.1.3 Expected Results for Testers and Evaluators

In the past, the test and evaluation community has been required to test to specifications, and so has not been able to provide the best kind of insight for decision making. In addition, they have been fragmented into separate groups—developmental test and

operational test—and so have not been as able to gain as thorough an understanding of the deficiency and the system as we would like. The Partnership has identified ways to improve the test and evaluation of EW systems. As a result, testers and evaluators:

- Will not need to provide pass/fail decisions but can provide quantitative assessments of a system's contribution to mission success.
- Can better employ a modeling and simulation toolset that show the significance and reliability of test and evaluation results.
- Provide test results that help the warfighter to employ the new system.

3.1.4 Expected Results for Industry

We have made industry a true partner in our mission to provide the warfighter with better solutions more quickly and as inexpensively as possible. As a result, industry:

- Has a greater understanding of the warfighter's problem.
- Experiences more stability in the EW industry because we will never build systems that do not respond to an actual need.
- Participates in more programs that get into full production.
- Will be rewarded for providing innovative solutions.
- Can expect the government to trust it and allow it to exercise within its core competency.

3.2 Key Tenets of the Partnership Process

We started the Partnership Process with a few key tenets that guided all of our decisions. These tenets have guided our work and the agreements we have reached. The results we have achieved indicate that our key tenets are true and should be used as criteria for any future changes to the EW acquisition process.

The following are our key tenets:

- Listen to the warfighter first.
- Put partnering before functional loyalty.
- Operate through trust and communication.
- Make “faster, better, cheaper” permeate our culture.

By making these tenets the focus of our decisions and actions, we believe we have created a new EW acquisition process that is consistent with our shared goals and values.

3.3 Resolutions of the Partnership Process

In order to make EW acquisitions more successful at meeting the needs of the warfighter, we have agreed to change our way of doing business.

To ensure we apply our tenets to the acquisition process, we have agreed to the following major resolutions:

- We will listen to the voice of the warfighter.
- We will work better, faster, cheaper.
- We will operate through trust and communication.
- We will work within our core competencies.

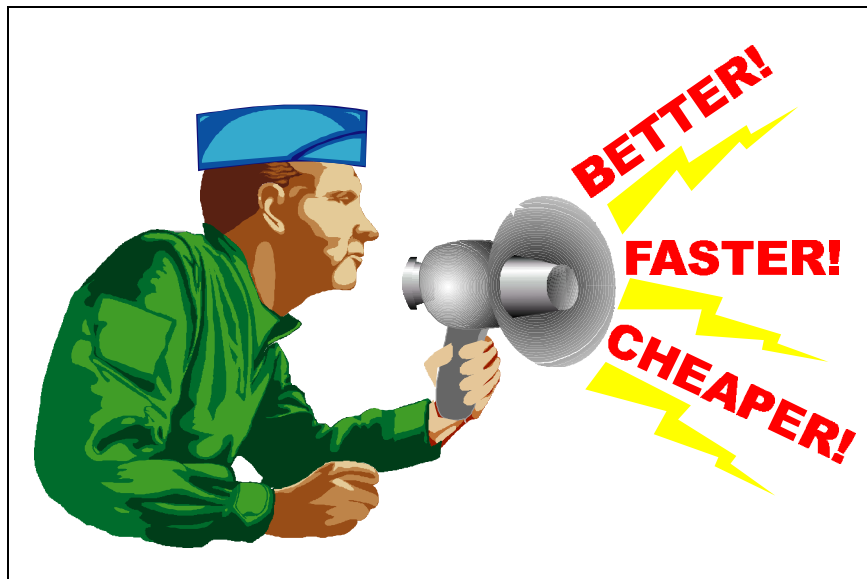


Figure 3-1. The Voice of the Warfighter. Every decision we make in EW acquisition should connect back to the voice of the warfighter.

3.3.1 We Will Listen to the Voice of the Warfighter

We will ensure that the warfighter's voice will resonate throughout the acquisition process. In particular:

- We can and will quantify the warfighter's deficiencies in the warfighter's terms.
- We will never set requirements without understanding and linking them to the warfighter's deficiency.
- We will articulate the warfighter's problem using a common toolset which reflects the voice of the warfighter.

3.3.2 We Will Work Better, Faster, Cheaper

We will strive to provide better, faster, and cheaper solutions. In particular:

- We will achieve the optimal combination of performance, cost, and schedule.
- We will make cost an independent variable in our decision making.
- We will work to meet the highest expectations in the quickest time at the lowest cost.

3.3.3 We Will Operate Through Trust and Communication

We will operate through trust and communication. In particular:

- We will ensure that all participants in EW acquisitions work as a team throughout the acquisition process.
- We will never return to our old ways of doing business.
- We will allow industry to create and prove they have a solution to the requirement. As a result, the government will not dictate specifications.

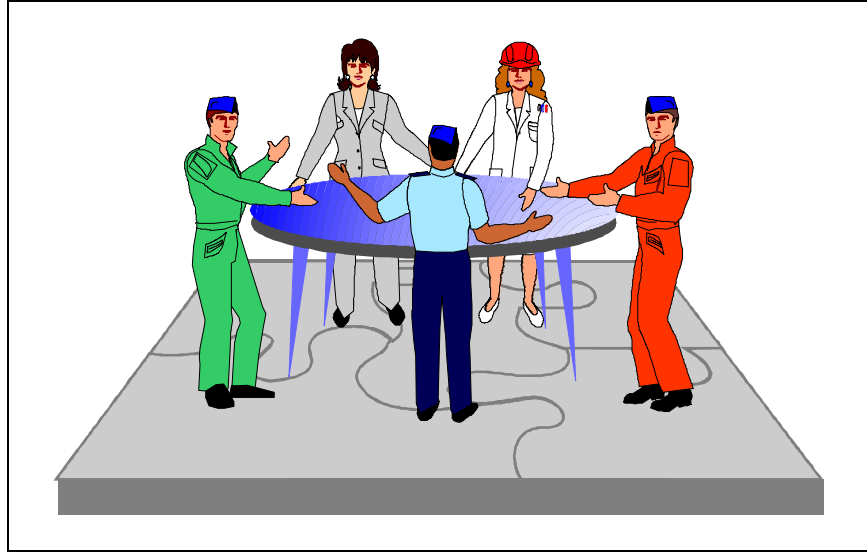


Figure 3-2. Our New Relationship. We will put partnership and our common interests before loyalty to our functional group.

3.3.4 We Will Work Within Our Core Competencies

We will allow people and functional groups to work within their core competencies. In this way, we will strive to make the work of all participants contribute to the success of our programs. We understand the following as the core competencies of each functional group:

Functional Group	Core Competency
MAJCOM Requirements Staffs	Echoing the voice of the warfighter, understanding deficiencies, and developing requirements that help to solve those deficiencies.
Procurement Officials	Interacting with industry, creating and supporting contractual relationships with our suppliers, and understanding how specific attributes of a system contribute to overall performance.
Industry	Providing and developing innovative solutions to the warfighter's deficiency.
Testers and Evaluators	Gathering objective, impartial data and interpreting and assessing that data.

Figure 3-3. Core Competencies Table. The Partnership strives to let people in each functional group work within their core competencies.

3.4 Breakthrough Ideas

In the course of developing the Partnership Process, we have discovered specific ways to improve the acquisition of EW systems. Some of these ideas extend the insights and principles of related reforms while others were invented by the participants in our redesign efforts.

In every case, we expect these ideas to have a significant impact on the way we conduct business. The cumulative effect of these ideas, once implemented, will be the success of our mission—better solutions in the fastest time at the lowest cost.

The breakthrough ideas of the Partnership Process, and our plans to implement the ideas, are summarized in the remainder of this section.

3.4.1 Accredited the Requirements Development Field

See Part Two of this report for greater detail about these breakthrough ideas.

By accrediting the requirements development field, we will create a trained and experienced corps of requirements development professionals, resulting in better written requirements and acquisition program support.

3.4.2 Create a Standardized, Freely Available Threat Scenario Base

A freely available threat scenario base will provide formally approved, regularly updated, and accurate data, creating a level playing field for comparing competing systems and more rigorous decision making.

3.4.3 Create a Central Gateway for Access to Threat System Data

We will streamline our processes to ensure we provide a single face to the warfighter and allow rapid access to accurate and current data on potential enemy systems.

3.4.4 Develop Military Worth Method and Supporting Tool Set

The cornerstone of the Partnership approach is the ability to establish and maintain the military worth of proposed EW solutions. We will continue to evolve the Military Worth Method described in this report and ensure its widest dissemination throughout the acquisition community. In addition, we will support efforts to develop a modeling and simulation toolset that help us institute the Military Worth Method.

3.4.5 Form Integrated Concept and Acquisition Teams

The use of the Integrated Process or Product Team (IPT) approach has proven itself time and again as a superior way to develop products. We will institutionalize the formation of Integrated Concept and Integrated Acquisition Teams to shepherd EW programs through the acquisition process.

3.4.6 Ensure Funding Support for Each Approved Mission Needs Statement

Too many deficiencies have gone unaddressed due to a lack of the funding commitment necessary to derive requirements for articulation in an Operational Requirements Document (ORD). Our redesigned process will link Mission Needs Statement (MNS) approval to the identification of Concept Exploration funds so that we can make informed decisions about where to invest our program dollars.

3.4.7 Institute Electronic Warfare Center of Excellence for Analysis

We will develop and maintain an Electronic Warfare Center of Excellence for Analysis (EWCEA) that will allow all participants to expertly and consistently apply the Military Worth Method throughout the acquisition process.

3.4.8 Involve Industry in Foreign Materiel Exploitation

We recognize that EW solutions to new threats are developed and produced by the industry side of our Partnership. We further recognize that it is the government's responsibility to provide access to technical information on foreign threat systems as early as possible to facilitate the acquisition process. To this end we will institute new processes to involve industry to a greater extent in the Foreign Materiel Exploitation (FME) program.

3.4.9 Shift Early Logistics Planning to Industry

We will eliminate duplicate government/industry logistics planning efforts and ensure better coordination between logistics and the design and manufacture process.

3.4.10 Redefine Operational Requirements Documents Preparation and Approval Process

We will significantly reduce the time required to prepare, coordinate, and approve Operational Requirements Documents (ORDs) and institute a disciplined process based on the principle of doing things right the first time.

3.4.11 Implement the Prototype System Program Office

Not all of our suggested improvements are process oriented. Some are organizationally based. The Prototype System Program Office (SPO), which is much smaller than current program offices, has the potential to provide superior program management at reduced cost.

3.4.12 Develop a Comprehensive Plan for Analysis

We will ensure that the Single Acquisition Management Plan (SAMP) for each subsequent phase of an acquisition anticipates the means for evaluating and proving the military worth of the system.

3.4.13 Develop Methods to Determine “Best Value”

We will employ a consistent discipline to assess the tradeoffs between military worth, life-cycle cost, schedule, and risk throughout the acquisition process.

3.4.14 Use Military Worth to Create RFPs and Validate Proposals

We will allow industry to show—and the military to evaluate—how proposed solutions address the needs of the warfighter and to indicate the impact of cost and schedule constraints.

3.4.15 Provide Multi-Year Funding for Production

We will increase stability in production phases of programs, allow for accurate planning of resource allocation, and take advantage of lower costs available with multi-year purchases.

3.4.16 Implement Breakthrough Concepts

Some of these breakthrough concepts can be implemented in the near future while others require a significant investment of time and money. For greater detail on these implementation plans, see the Audit Trail produced by the Process IPT.

3.5 Implementation of the New Design

This report does not include a specific plan for implementing the Partnership Process. Instead, it reflects and records the ideas and recommendations of the IPTs. We feel that many of these ideas are ready for implementation and only await formal Air Force coordination before we can begin taking advantage of these insights.

We do not want the Partnership's results, as conveyed in this report, to become merely a series of ineffectual recommendations. Throughout our process, we planned to provide an action plan that would guide acquisition programs. The criteria we outline in this section can help ensure the greatest impact for the Partnership's work.

The following are some general guidelines for an implementation effort:

- The Partnership is an evolutionary process. We expect to learn about the effectiveness of our ideas as we implement them. One key element of any implementation will be a mechanism for recording these lessons learned so that we can continue to benefit from our efforts and can extend the insights of the Partnership into a broader arena.
- The implementation plan must be ambitious, innovative, and achievable. A broad and ambitious scope can carry potentially significant benefits. Even in the earliest part of our implementation, we can take advantage of the work and insights of the Partnership.
- Any implementation of the breakthrough ideas of the Partnership needs to ensure that the original vision is maintained. We need to create a clear link between the efforts of the IPTs and the institutionalization of their work. To this end, it is important to involve the people who participated in the initial work of the Partnership.
- We must ensure that our efforts to provide better, faster, and cheaper solutions to the warfighter's needs are not compromised by bureaucracy and red tape. Implementation should allow the greatest possibility for achieving breakthrough changes.
- Some of our ideas entail an investment in infrastructure. In these cases, we need to spend money so that we can provide greater value. Any spending decisions should be made with a view toward their long-term benefits. By doing things right and

committing ourselves to early investments of time, effort, and resources, we can save money and time while we create better solutions.

Additional suggestions for implementation include:

- Setting ambitious goals
- Extending the scope of the Partnership

3.5.1 Setting Ambitious Goals

The implementation must seek to make the Partnership Process the mainstream method for EW acquisition as quickly as possible. If the plans and ideas developed by the Partnership are relegated to small programs that have a limited impacts, we will not be able to test our ideas or show the impact they might have.

The Partnership was designed for the programs that present the most substantial opportunities and risks. Therefore, we need to set ambitious goals for our implementation. For example, we should identify a lead program or programs and strive to quantify deficiencies and establish requirements in record time using the Partnership's methods.

The criterion of ambitious goals is consistent with the “big, hairy, audacious goals” (BHAGs) discussed in Collins's and Porras's *Built to Last*. According to these authors, visionary companies and organizations are characterized by setting bold and compelling goals for themselves that provide a focus for organizations and instill a sense of purpose in participants. We want EW acquisition to emulate the habits of these visionary companies, and aiming at difficult goals is one means of accomplishing this.

One benefit of setting ambitious goals for ourselves will be that we will be able to discover weaknesses in our process that might not arise in a less ambitious framework. In order to discover how robust our solutions are, we need to take on a challenge that presents at least some risk of failure.

The initial implementation should be allowed some degree of autonomy. The most innovative ideas proposed by the Partnership will not work in a traditional environment of oversight and regulation. The lead program in which we test our ideas should be free to refuse unnecessary tasks.

Participants in the implementation should represent as broad a set of organizations as possible, just as with the original IPTs. We should, however, try to emphasize as much participation from field

organizations as possible. Successful implementation will depend on the support of field personnel.

We should recognize that any implementation of the Partnership's findings is liable to create friction. We will encounter reluctance to change at various levels, and some people will want to continue to operate according to earlier methods. This friction should not deter us from setting ambitious goals. Throughout our implementation, we need to keep the benefits of change clear and not allow inevitable difficulties to prevent us from achieving our mission.

3.5.2 Extending the Scope of the Partnership

Many of the insights developed by the Partnership can apply beyond the area of EW acquisition. One aspect of our implementation should include efforts to publicize the work of the Partnership and find ways to apply our work to other areas of defense acquisition.

One means of reaching a broader audience is through a comprehensive training and education program. Initially, these efforts may be directed at personnel who currently work in the EW acquisition field. But as our understanding grows, we should target our training efforts to other defense acquisition communities.

This objective can be achieved by incorporating Partnership methods into the training offered by organizations like the Air Force Institute of Technology (AFIT), the Defense Systems Management College (DSMC), and the Defense Acquisition University (DAU). Efforts like these can help establish long-term continuity for the Partnership.

3.6 The Future of the Partnership Process

We believe that our work to date will greatly improve the EW acquisition process. We have identified the best practices and tools that people can consistently follow today. In particular, we have found the optimal way through the process, defined a reliable measure of military worth, and provided tools that will allow participants to make the best decisions.

We also believe that we should strive for continuous improvements in the quality of our work, the organization of our processes, and the satisfaction of the warfighter's needs.

In order to institutionalize this continuous improvement, we need to create a means for enhancing the tools we have developed and for involving the warfighter to an even greater degree.

In particular, we expect to accomplish the following during the next few years:

- Coordinate a lead effort for implementing the Partnership Process, in which we:
 - Document the implementation process so that others can learn from our efforts.
 - Develop a comprehensive training plan to disseminate the Partnership throughout the defense acquisition community.
 - Institutionalize new roles and responsibilities.
- Develop EW analysis capabilities that are widely distributed and available to all participants in the EW acquisition process.
- Establish a complete, full-time EWCEA that can provide online access to the tools and resources necessary for understanding the value and function of EW systems. See Section 6.2.1, Employ the Electronic Warfare Center of Excellence for Analysis.
- Enhance the Military Worth Method so that it can work as the common means for proving the value of all types of weapons and solutions. See Section 4.8, The Future of Military Worth.
- Discover and implement methods to increase the involvement of all participants in EW acquisition, including:
 - Frequent industry days with representation from all possible solution providers.
 - Increased access to deficiencies identification for all technologies, not just EW.

Summary

This chapter discussed the results and next steps for the Partnership Process. By resolving to improve EW acquisition processes, we have developed many new ideas which should help us create better, faster, and cheaper solutions to the warfighter's deficiencies.